



CITY OF RICHMOND

REPORT TO COMMITTEE

TO: General Purposes Committee

To General Purposes - Oct 2, 2000
DATE: September 26, 2000

FROM: Jeff Day, P. Eng.
Director, Engineering

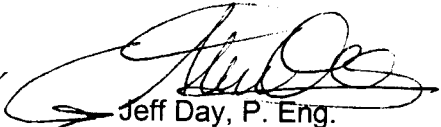
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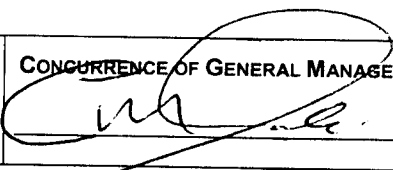
RE: Community Safety Buildings – Space and Facility Needs

STAFF RECOMMENDATION

It is recommended that:

1. As an interim measure, the RCMP take occupancy of the space within the Public Safety Building presently occupied by Courts and Crown services upon their relocation to the Interim City Hall in the fall of 2001.
2. Staff complete the facility lifecycle, seismic and needs assessments, required to develop recommendations for a facility replacement schedule including financing strategies for all the Community Safety Buildings for presentation to General Purposes Committee by April 30, 2001.
3. Up to \$250,000 approved in the 2000 Capital Budget to cover renovation costs to the Public Safety Building and Interim City Hall be reallocated to fund consultants to prepare a master plan including detailed facilities programs, conceptual designs and siting options and costs associated with the overall upgrading, replacement and funding requirements of Community Safety Buildings.
4. The City request written confirmation from the Commanding Officer, E-Division, that the actions to be implemented by the City in order to resolve the issues identified in the letter of notice dated August 4, 1999, are acceptable.

for 
 Jeff Day, P. Eng.
 Director, Engineering

| FOR ORIGINATING DIVISION USE ONLY | | |
|-----------------------------------|--|--|
| Routed To: | Concurrence | CONCURRENCE OF GENERAL MANAGER |
| R.C.M.P. | Y <input checked="" type="checkbox"/> N <input type="checkbox"/> |  |
| Budget | Y <input checked="" type="checkbox"/> N <input type="checkbox"/> | |

STAFF REPORT

ORIGIN

In January 2000, Council directed staff to report back on building, siting options and financing considerations, including public/private partnership opportunities, in order to respond to the notice served by the RCMP requiring the City to address the critical shortage of space and numerous building deficiencies in the Public Safety Building.

BACKGROUND

To date, a number of steps have been taken in response to the RCMP notice, including providing space at the Interim City Hall and establishing a deficiency repair program. In addition, the City has served notice to the Province of British Columbia to vacate the space leased in the Public Safety Building occupied by Court and Crown services. As a result, an additional 10,000 sq. ft. will become available to address RCMP space needs. This action will temporarily satisfy the space deficiency outlined in the letter of notice.

To present and ensure a co-ordinated approach and to better determine a viable financial strategy, the referral on the RCMP issues are proposed to be addressed from a broader perspective, which considers the full range of community safety facility needs including the RCMP Detachment, Community Policing, Fire Rescue, Emergency Operations and Justice Services.

ANALYSIS

RCMP

As outlined in the letter of notice from the Commanding Officer, E Division, the Public Safety Building no longer effectively meets the minimum standards prescribed by the RCMP due to lack of space, high seismic risk and several physical deficiencies attributable to both the design and general condition of the building.

Despite the additional space that will be achieved in 2001 through the relocation of the courts, the needs of the RCMP operating solely from a centralized detachment facility cannot be accommodated.

To ease accommodation problems in the Public Safety Building, the RCMP have for the past five years decentralized non-operational units such as victim services. The relocation of operational and investigative units from the central detachment into the Interim City Hall is now required for the first time. Compounding this issue is also the congestion, traffic safety and lack of adequate parking for the high number of vehicles required to attend the Public Safety Building site on a daily basis.

The RCMP, in the spirit of co-operation, recognize that a split operation is feasible from a space planning perspective as a temporary solution to the problem but have stated that decentralization remains a significant operational cost and security concern.

Of primary concern of staff and the RCMP, is that the facility is identified as a "High Life Safety Risk" in the 1999 Reid Jones Christofferson seismic report. It is clear that the City of Richmond must have the ability to provide a Public Safety Building that is able to withstand a significant

seismic event, serve the community "post disaster" needs and act as an emergency operations centre.

Although the majority of the building deficiencies identified by the RCMP were originally scheduled for upgrading, staff are now of the opinion that given the lack of centralized space and high seismic risk a replacement facility for the RCMP is required to meet the long term needs of the community and the City.

Rather than investing significant funds into a building that no longer meets the needs of the RCMP and is becoming increasingly expensive to maintain, it would be more effective to use some of those funds to commence the planning process for a new facility. With the support and agreement of the RCMP Detachment for a co-ordinated approach to the planning of all Community Safety Buildings, \$550,000 of major expenditures associated with the current building systems replacements (Appendix A) can be temporarily deferred to allow the co-ordinated planning to proceed.

In order to respond to the original letter of notice, staff recommend that the City inform the Commanding Officer, E-Division, of the intent to defer action on the less critical deficiencies to allow an integrated planning process to proceed and obtain their written agreement to this strategy.

FIRE RESCUE

Fire Services, along with the RCMP, are required to provide the City with the primary emergency and disaster response. Based on preliminary audits and inadequacy of seismic standards in many of the existing Fire Halls, as with the RCMP, this function will be severely jeopardized in an emergency. In addition, the City's ability to respond to emergencies and aid business recovery could be seriously eroded with the inadequacy of the Fire Rescue facilities, negatively impacting our readiness to respond. Likewise, public perception as to the visual appearance of antiquated and inadequate facilities also reflects poorly on our civic image and clearly does not meet the standards implied in our goal to be the most appealing, livable and well managed community in Canada.

This is apparent in at least two of the smaller "Community Fire Halls" (Fire Hall No. 4 and Fire Hall No. 5), which are both over 40 years old and unable to accommodate modern apparatus or provide a minimum standard for the personnel assigned to them. These factors also affect staff performance and morale. Of the eight Fire Halls maintained and staffed by the City, only Fire Hall No. 7 constructed in 1992 adequately provides any "Post Disaster" capability, potentially leaving the City vulnerable if a disaster response is required.

To help clarify and address these issues, Fire Rescue services have commissioned an "Asset and Resource" study that will help identify staffing, apparatus, and Fire Hall location options amongst others. This study is anticipated to be complete by year-end and will be incorporated into the planning exercise and supplement existing facility lifecycle and seismic audits in order to prioritize future Fire Hall replacements.

EMERGENCY OPERATIONS CENTRE

The Emergency Operations Centre is presently located in the Public Works Operations Yard in a shared facility with Engineering Inspections and Survey. The structure is a modular building design, recently seismically upgraded to temporarily serve as an EOC.

The Emergency Operations Centre's future successful operation may be hampered by its isolation from both the RCMP and Fire Rescue control centres. Ideally the EOC should be co-located with one or both of these services in order to serve as a City emergency command centre.

DISCUSSION

As stated in the 1997 Auditor General's report on earthquake preparedness, "Fast and reliable response of emergency services is critical to protect life and property and maintain order during an emergency, while post disaster recovery of the community and business will be aided and improved with the benefit of functioning critical response facilities".

The City's process to identify and replace ageing facility infrastructure commenced in 1989, and has to date included the construction of Thompson, West Richmond and South Arm Community Centres, the Japanese Cultural Centre, Fire Hall No. 7, Library Cultural Centre and City Hall as recent examples.

Recognizing the validity of the Auditor General's recommendations, Phase 2 of this replacement process, which started in 1999, identified as a high priority the "Community Safety Buildings" which include RCMP, Fire Rescue and the Emergency Operations Centre.

The Ministry of Attorney General staff are also recommending as future policy the concept of a Regional Justice Centre development during the next 10–15 years, which is seen as a permanent solution for Provincial Courts to remain in Richmond. Since a court presence is desirable for the City, comprehensive location planning should be taken into account in conjunction with other Community Safety Buildings.

Therefore, the necessity for staff to determine through detailed facilities programs the long term space and location needs for the community safety functions of the RCMP, Fire Rescue and Emergency Operations is paramount before embarking on an expensive construction program. Staff recommends that this process should proceed immediately, with the assistance of consultants at an estimated cost of \$250,000 to develop these facility concepts including:

- A master plan providing a co-ordinated approach for the timing and construction of community safety facilities;
- Co-ordination of all data and findings from the various studies completed and proposed;
- Clarification of long term goals and future trends for community safety services;
- Detailed facility programs for Community Safety Buildings including RCMP, Fire Rescue and EOC;
- Conceptual plans for single or integrated facilities;
- Future inclusion of a Regional Justice Centre;
- Siting and land requirements;
- Construction cost estimates; and,
- Financial Strategies.

With this approval to retain the necessary consultants, a full facility replacement schedule and financing strategy for all the Community Safety Buildings can be completed for presentation to General Purposes Committee by April 30, 2001.

FINANCIAL IMPACT

FUNDING SOURCE

| | |
|---|--------------------|
| 2000 Capital Budget #45919 (Renovations to the Public Safety Building and Interim City Hall for the RCMP) | \$1,000,000 |
|---|--------------------|

EXPENDITURES

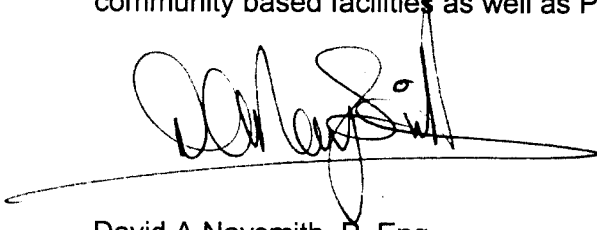
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| Priority issues identified in letter of notice (Appendix A) | \$ 196,500 |
| Community Safety Facility program consultants | \$ 250,000 |

| | |
|--------------|-------------------|
| TOTAL | \$ 446,500 |
|--------------|-------------------|

CONCLUSION

By responding and satisfying the immediate concerns of the RCMP for adequate space, and prioritizing for repair or replacement of the deficiencies identified in the "Letter of Notice", the City will have the time and ability to develop a co-ordinated plan by April 2001. Staff recommends that consultants be retained to assist in the development of a community safety facility replacement master plan including concepts and financial strategies.

This planning will also consider where practical, the integration of common functions between the RCMP, Fire Rescue and the EOC, on a joint service site for both headquarters and community based facilities as well as Provincial plans for a Regional Justice Centre.



David A Naysmith, P. Eng.
Manager, Facilities Planning & Construction

DN: cmm

Att. (Appendix A)

Public Safety Building
Deficiency Status Report

Appendix A

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| Item | Description | Issue | Status | Provisional Budget Estimate | Action | 2000 |
|------|----------------------|---|--|-----------------------------|-------------|------------|
| 1 | Accommodation | Lack of Space | Total space including ICH 62,000 sq.ft. Redesign PSB layout to utilize 10,000sq.ft. Courts space. fine tuning existing space during 2000 prior to further Building upgrades need to address long term use. | \$ 150,000 | In Progress | \$ 150,000 |
| 2 | Cells | Liability - Does not meet current National Design Standards | Renovation plans and cost estimates to be prepared during 2000 to upgrade (dependant on future use). Decision to proceed after April 30th 2001 | \$ 200,000 | Defer | \$ - |
| | | Number - Insufficient to meet | 1999 stats indicate 7-8 male cells; 2 Female; 2 Juvenile Total 12. Available Cells 9. Investigate possibility for sharing cells at YVR. Decision to proceed after December 31st 2001 | \$ 120,000 | Defer | \$ - |
| | | Ventilation - Inadequate | ASHRAE standard requires 2.7 air changes/hour. Present system delivers 4.5 air changes/hour. Proposed increased to provide 6 air changes/hour. Improved cell cleaning by Guards. | \$ 1,500 | Complete | \$ 1,500 |
| 3 | Courts and Reception | Public Access - Restrictive | Renovation plans and cost estimates to be prepared for possible installation of second elevator serving Public Plaza Decision to proceed after April 30th 2001 | \$ 70,000 | Defer | \$ - |
| 4 | Parking | Stalls - Insufficient for Police and staff vehicles | New Parking lot layout now approved. Signage and Painting completed September. Staff to temporarily Utilise City Hall and Minoru Parkade as necessary | \$ 5,000 | Complete | \$ 5,000 |
| 5 | Building Systems | Plumbing - Leaking | Piping is aging and undergoing corrosion failure. Replacement program is ongoing Decision to accelerate program after April 30th 2001 | \$ 10,000 | Proceed | \$ 10,000 |
| | | Electrical - Overtaxed | Electrical supply meets demand and has been fully inspected by City Staff. Spare capacity is available. Upgrade Transfer Switch and UPS System | \$ 30,000 | Proceed | \$ 30,000 |
| 6 | Building Structure | Roof - Leaks | Membrane is at design life and was to be replaced during 2001. Major Problem with Trees overhanging Bldg Decision to proceed after April 30th 2001 | \$ 150,000 | Defer | \$ - |
| | | | | \$ 736,500 | | \$ 196,500 |